

5 June 1962

MEMORANDUM FOR: Members Intelligence Collection Guidance
Working Group

SUBJECT: Report on Recommendations of ICG Working
Group

It is requested that you telephone me on []

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[] either to approve the attached draft or to suggest changes.

I shall call all members regarding changes but I propose to make
a footnote of any which appear impossible to reconcile. This will
bring such issues to the attention of [] who may then refer
them to the CIA Requirements Committee for further consideration.

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[]
Chairman
ICG Working Group

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D R A F T

1 June 1962

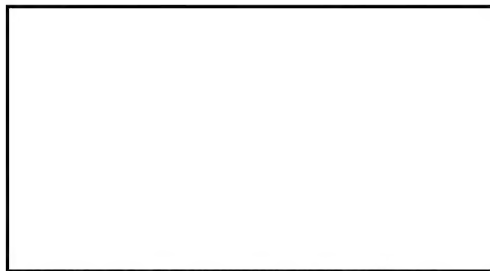
MEMORANDUM FOR: Chairman, CRAG

**SUBJECT: Report and Recommendations of ICG
Working Group**

1. The Intelligence Collection Guidance Working Group was established by CRAG Memo No. [REDACTED] dated 29 December 1961, for the purpose of drafting a collection guidance policy and program, which, when approved, would provide adequate guidance to collectors upon whom the Agency levies requirements. Mr. Hayden Channing, OSI, was appointed Chairman of the Working Group, the other members being:

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Recommendations are contained in paragraph 7.

2. The first meeting, 19 January 1962, was addressed to the following objectives:

- a. Determine what guidance is being received and how adequate from (1) CIA, (2) Other?
- b. What guidance are CIA offices providing?
- c. Who uses it?
- d. What results are being obtained?

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e. Is there any duplication:

(1) Within CIA?

(2) Within USIB?

f. What more do collectors wish in the way of guidance?

g. What forms of guidance do consumers feel collectors should be prepared to absorb and use?

3. The second meeting, 31 January 1962, was primarily concerned with an exhaustive review of Contact Division/CO, Field Office comments on guidance and a round-up of DD/P opinions on the same subject.

4. At the third meeting, 14 February 1962, studies made by ORR and OSI on the subjects of "duplication" and "format" were discussed.

5. At the fourth meeting, 12 March 1962, the ICGWG accepted the ORR paper defining guidance and discussed the question of whether "guidance" should be accounted for by collectors along the same lines as other requirements.

6. In essence, the four meetings considered and agreed as follows:

a. Definition of the term "Collection Guidance"

All forms of support to collection were considered as a starting point, from oral briefings and debriefings to the preparation of substantive studies, manuals, and handbooks, and the writing of requirements. Oral briefings and debriefings and ad hoc requirements were eliminated from present consideration since they are largely spontaneous items, responding to random short-term needs, and as such neither require nor are well suited to the programming type of control. The remaining forms, including all substantive studies, manuals, handbooks, personality studies, general and guide requirements, items that normally are produced

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on a repeating schedule in support of continuing collection problems, were identified by the Working Group as falling within its terms of reference. (See Attachment A for "A Definition for Collection Guidance Terminology")

b. Identification of types of "Guidance"

From the start, discussion of collection guidance made repeated reference to "handbook", "guidance requirement", "manual", etc., and whereas the use of each term was rational the difference of interpretation posed a problem. For consistency and terminology spelled out by ORR was accepted for the purpose of further discussion.

c. Collectors use of guidance

Although several of the ICGWG members are fairly well acquainted with the ability and willingness of other collectors to use CIA guidance, the Group concentrated on CIA collectors. It was found that CIA collectors, principally DD/P and the Contact Division, liked all the guidance received although methods of using it vary widely. DD/P is rightly critical of duplication but as will be seen in D, below, this may be solved easily within CIA. It will be between CIA and DIA that the problem remains. Only the Periodic Reporting List (PRL) and the Country Handbooks precipitated much discussion. Modifications of the PRL are now being considered by OCI in an effort to simplify its production and to increase its utility. The use of the PRL by State is also being studied. The OCI Country Handbook is desired by CIA collectors but it is expensive and its continuance should be considered in the broader context of all USIB collectors. This also applies to some of the more specific purpose "manuals" and "handbooks" as opposed to the general types of guidance designed to fill sizeable intelligence gaps.

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d. Producers' views on guidance

OCI and ORR consider that the PRL's bring results and would vote for increased use (e.g., State not limited to economic) rather than diminished production. OBI and OCI would refer the Country Handbook question to a different forum for further study. ORR and OSI feel that most of the "manual" and "handbook" type of guidance can be produced by the DIA. ORR and OSI consider that the small percentage of its requirements which duplicate each other can easily be welded into a single two section requirement.

e. Views on accountability

In general it is recognized that accountability has its merits and its drawbacks. Producer offices like to know which collectors have their guidance and how seriously it is being worked on but they do not wish to be flooded with reports that have been developed spontaneously and subsequently made "responsive" to a guidance paper. To this others can argue that without such treatment a report may not get in to the hands of the interested analyst. Fundamentally it is necessary for the producer to persuade the collector of the PNIO related importance of the gap for which he writes guidance and on the other hand, for the collector to use such guidance for long term collection planning and source development rather than to meet a need when a target of opportunity presents itself. ICGWG anticipates that questions on appropriate tasking of collection facilities and general scrutiny of the ability of collectors to meet priority intelligence objectives will be matters for the CIA Requirement Committee to consider.

7. After the fifth meeting, 25 May 1962, the ICGWG recommends that:

a. Where two or more offices have publications of similar content and objective they be combined in one publication. (This can now be done with the ORR gaps in information and the OSI General Requirement - See Attachment B for definition)

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b. The publication listed and defined in Attachment B be recognized as constituting a CIA Collection Publication Series, to be identified by a distinctive numbering system. (NOTE: A common name for the ORR "Gaps" and the OSI "General Requirements" will have to be decided on)

c. Future issues of publications in the Collection Publications series be formally programmed in the annual Production Program of the producing office.

d. No attempt be made to establish a CIA format or instructions for the "manual" or "handbook" type of guide which contains general instructions to collectors. Such guidance will normally be composed, as needed, by such collection agencies as DD/P, FBID, and CD, to suit the individual capabilities of each.

e. Consideration of any common format for the type of specific guidance that heretofore has been published on; electronics, missiles, etc.; be postponed until it can be worked out with DIA.

f. The reactivation of the "Country Handbook" be studied jointly with State and DIA. It is an expensive project and although extremely well thought of it is possible that either; (1) an accelerated program for Chapter I of NIS; or (2) some sharing of the load, could reduce the cost.

g. The review of the PRL now under way be continued. It appears desirable that the PRL be continued as a smaller, "current" guidance document, with other guidance media being used for the expression of the longer range guidance which the PRL now contains. State has mentioned the possibility of including the long range guidance in the Foreign Affairs Manual.

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h. The definitions of collection guidance terminology listed in Attachment A be adopted temporarily as Agency terminology for the purpose of approaching talks with DIA with a common terminology.

i. Publications in the Collection Guidance Series be considered as non-accountable for collectors and that collectors not be held responsible for taking action in direct response to any such publication, provided that the CIA Requirements Committee or eventually a USIB committee, be responsible for effective collection coordination.

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Chairman
ICG Working Group

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